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ABSTRACT

One of five modules in the foundation series of the 16-module series designed to train vocational education curriculum specialists, this module is intended for use in classes or individual study arrangements at the preservice or inservice level by students with varying amounts of experience in vocational education. (These modules are revised versions of earlier study guides--see note.) Introductory materials include an overview, instructions to the learner, detailed list of behavioral goals and objectives, and resources needed to complete learning activities. The module is divided into four sections, each based on one of the goals. The first section looks at administration and funding of vocational education at federal, state, and local levels. In section 2 discussion focuses on purposes and relationships of various institutions and organizations offering vocational educational programs and types of programs offered. Section 3 overviews national, state, and local advisory groups. Section 4 describes purposes and characteristics of state and local annual and five-year plans. Each section follows a standard format: text, individual study activities, discussion questions, and group activities. A summary of the module follows. Appendixes include suggested responses to the study activities, a self-check, responses to the self-check, and recommended references. (YLB)

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VOCATIONAL EDUCATION CURRICULUM SPECIALIST

ORGANIZATION OF VOCATIONAL EDUCATION

Module 3

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ORGANIZATION OF VOCATIONAL EDUCATION

Module 3

Jeanette D. Wheeler

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INTRODUCTION

Introduction

Organizational patterns for vocational education vary greatly from state to state. The purpose of this module is to describe the most common organizational patterns at the federal, state, and local levels. The module describes organizations and institutions, both public and private, that provide vocational education programs at the secondary and postsecondary levels. An overview of these general organizational patterns should help the curriculum specialist understand sources and disbursement of funding, areas of agency responsibility, and the role of advisory groups. The module also discusses how vocational education plans are developed, implemented, and evaluated by state and local agencies. The module encourages state and local planning that takes into account the context of the vocational education program.

Many of the concepts concerning curriculum design and implementation that are briefly mentioned in this module are covered thoroughly in other modules in this series.

Overview

Four separate but related components vital to the structure and functions of vocational education are examined in this module. First, the module looks at the federal government--its incentives for vocational programming and its constraints. Since the Smith-Hughes Act of 1917, the federal government has established and continued to support the principle of a federal-state cooperative relationship. The states, in administering vocational programs and disbursing federal funds, have developed extremely varied organizational patterns. Some states have separate vocational boards or departments for secondary and for postsecondary programs, others have single boards of education that also act for vocational education. This module discusses the most common patterns and includes a brief look at the local education agencies that are responsible for vocational education for their districts.

The second component of vocational education's organizational structure includes the institutions that provide vocational programs at all levels. In the module, the discussion covers both public and private institutions and the types of programs most commonly offered by the various levels and types of institutions. In addition, business-, labor-, and industry-sponsored training programs are described briefly.

The module also provides an overview of advisory groups--national, state, and local--and the unique role they have played throughout the history of vocational education.

Finally, the module describes the growing emphasis on planning, and discusses the need for and use of state and local plans. Included are descriptions of both the annual and five-year plans and how vocational administrators can make the best use of the planning process.

Instructions to the Learner

The Self-Check items and possible responses to them are found in the appendices. These questions have two purposes. First, before you begin work on the module, you may use them to check quickly whether you have already learned the information in previous classes or readings. In some instances, with the consent of your instructor, you might decide to skip a whole module or parts of one. The second purpose of the Self-Check is to help you review the content of modules you have studied in order to assess whether you have achieved the module's goals and objectives.

You can also use the list of goals and objectives that follows to determine whether the module content is new to you and requires in-depth study, or whether the module can serve as a brief review before you continue to the next module.

Goals and Objectives

Goal 1: Summarize the underlying principles and information about the administration and funding of vocational education at the federal, state, and local levels.

Objective 1.1: Discuss the trends and changes in federal involvement and administrative control in vocational education.

Objective 1.2: Discuss the trends and changes in federal funding levels for vocational education, for each educational level, and for occupational program areas.

Objective 1.3: List the agencies responsible for the administration of vocational education on the federal, state, and local levels.

Objective 1.4: Describe two typical organizational structures for state divisions of vocational education.

Objective 1.5: Describe the requirements of the Education Amendments of 1976, Title II, regarding the responsibilities of state boards for vocational education.

Objective 1.6: Illustrate a typical organizational pattern for the administration of vocational education at the local level.

Objective 1.7: State the purpose of federal funding for vocational education as of 1976.

Objective 1.8: Discuss the basic criteria a state must meet to obtain federal funding for vocational education.

Goal 2: Explain the purposes and relationships of the various institutions and organizations that offer vocational education programs and the types of programs offered.

Objective 2.1: Identify the types of secondary and postsecondary institutions that provide vocational education programs.

Objective 2.2: Identify other agencies and organizations that provide vocational education.

Objective 2.3: Describe the principal curricula offered in each of the types of secondary and postsecondary institutions.

Goal 3: Summarize the representation, relationships, and responsibilities of national, state, and local advisory councils within the organizational structure of vocational education.

Objective 3.1: Describe the legislative requirements for national, state, and local advisory councils regarding the selection of representatives for the councils.

Objective 3.2: Identify the role that national advisory councils have played in the development of recent vocational education legislation.

Objective 3.3: List the responsibilities of the state advisory councils, especially in the areas of planning and evaluation.

Objective 3.4: Describe the types of local advisory councils and the general role of each type.

Goal 4: Describe the basic purposes and characteristics of state and local annual and five-year plans for vocational education.

Objective 4.1: Discuss the legislative requirements for annual and five-year state plans.

Objective 4.2: Consider how local planning efforts can help the cooperation and coordination between vocational education and community training programs.

Resources

In order to complete the learning activities in this module, you will need information contained in the following publication:

Lamar, C. F. (Ed.). Comprehensive planning for vocational education: A guide for administrators. Arlington, VA: American Vocational Association, 1978.

GOAL 1: Summarize the underlying principles and information about the administration and funding of vocational education at the federal, state, and local levels.

Organizational Structures of Vocational Education

Vocational education is administered at three governmental levels--federal, state, and local. Each of these levels has specific responsibilities and functions; each of them interacts to a degree to carry out the designated functions. Regulations and guidelines at the federal level concerning planning or evaluation, for example, will have an impact on those same areas at the state and local levels. Overall policy and direction for administering vocational education programs was established by the first federal legislation and continues to be strongly influenced by each succeeding law.

The Federal Level--Organization and Administration

Within the U.S. Department of Education, the Office of Vocational and Adult Education (OVAE) provides for the administration of vocational education programs. OVAE is responsible for promoting and financing vocational education under the provisions of federal laws and regulations.

Specific functions and responsibilities of OVAE include:

- collecting statistics and information showing the condition and progress of vocational education;
- disseminating information on organization and management of schools, teaching methods, and curriculum development;
- reviewing and approving state plans and accountability reports;
- promoting research through special grants and contracts programs; and
- approving funding levels for states and auditing the use of funds.

Of special interest to the vocational education curriculum specialist are six regional curriculum centers sponsored by OVAE and designed to provide technical assistance to state and local agencies. State liaison representatives link the centers to vocational educators in schools, junior and community colleges, and universities. The addresses of these centers are appended to this module.

The State Level--Organization and Administration

The pattern for organizing vocational education at the state level was established by the first federal legislation. Three basic mandates specified that in order for a state to receive federal funds, it must designate a state board for vocational education, prepare and submit for approval a state plan for vocational education, and designate a state director for vocational education. Specific functions and responsibilities of the state departments of vocational education are:

- to administer, plan, and coordinate the vocational education program in accordance with the five-year and annual state plans and with federal and state policies;
- to recommend the approval of payments to the state department (as the working arm of the board) and to the local education agencies;
- to be responsible for the budgeting, auditing, and expenditure of all state and federal funds for vocational education;
- to coordinate and be responsible for the training (and often credentialing) of vocational teachers;
- to prepare official reports and conduct studies and evaluations of vocational education programs and outcomes throughout the state;
- to assist local education agencies in evaluating their programs and reviewing their plans for vocational education;
- to coordinate vocational education with other occupational training programs such as Comprehensive Employment and Training Act (CETA) programs and Youth Employment and Demonstration Projects Act (YEDPA) programs; and
- to promote vocational education through public relations and information efforts.

The major responsibility for all education rests with the state government, and the role of the state in vocational education is to ensure that a coordinated statewide program responds to the needs of the state and its citizens. Of course, the policy-making state boards and the administrative state departments cannot operate effectively without input from outside groups: advisory councils, business, industry, labor, and the general public.

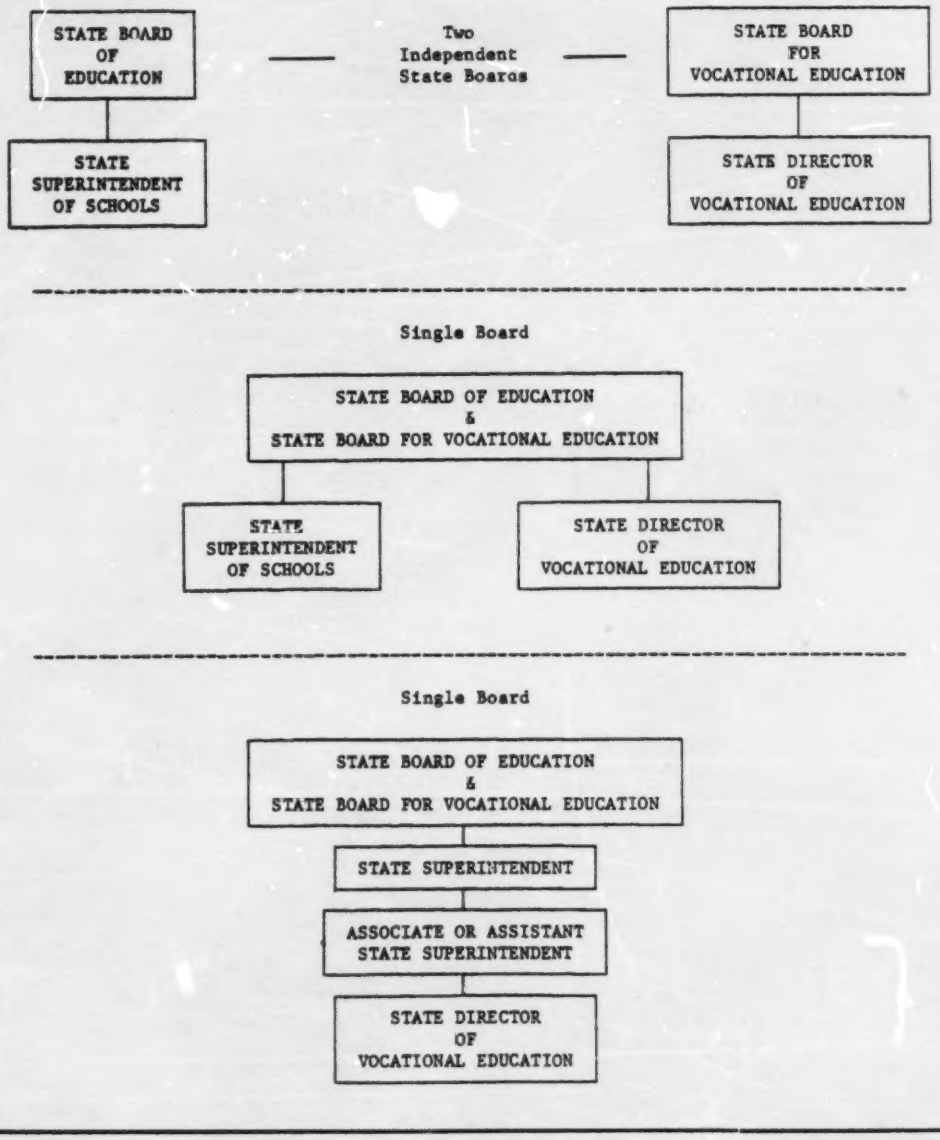
Although all states must have a state board, state director, state advisory council, and state plan for vocational education, the similarities in state-level organization seem to end there. Most states use their state boards of education as their state boards for vocational education. In some states boards of higher or postsecondary education assume responsibilities for overseeing vocational programs in community colleges, postsecondary area or regional schools, and technical institutes. Several states have added a joint coordinating board to help the separate boards for education and for postsecondary education to plan, coordinate, and allocate funds.

In some states the boards are elected, in others they are appointed by the governor. About one-fourth of the state legislatures are required to approve the appointed boards. The variations are equally apparent in the selection of the executive officers of the state boards for vocational education; some are appointed either by the governor or the chief state school officer, but most are appointed by the board members themselves. In many states, however, the director for vocational education acts as an assistant or associate superintendent or commissioner, reporting to the board through the chief state school officer.

Some of the variations in state-level organizational patterns are shown in Figure 1.

FIGURE 1

Variations in State-Level Organization


STATE BOARD OF EDUCATION
STATE SUPERINTENDENT OF SCHOOLS
Two Independent State Boards
STATE BOARD FOR VOCATIONAL EDUCATION
STATE DIRECTOR OF VOCATIONAL EDUCATION
Single Board
STATE BOARD OF EDUCATION & STATE BOARD FOR VOCATIONAL EDUCATION
STATE SUPERINTENDENT OF SCHOOLS
STATE DIRECTOR OF VOCATIONAL EDUCATION
Single Board
STATE BOARD OF EDUCATION & STATE BOARD FOR VOCATIONAL EDUCATION
STATE SUPERINTENDENT
ASSOCIATE OR ASSISTANT STATE SUPERINTENDENT
STATE DIRECTOR OF VOCATIONAL EDUCATION

Staff organization for state divisions of vocational education has reflected changes in legislation and priorities. Early structural patterns, for example, developed from the categorical funding patterns--assistants to the state director were always found in agriculture, home economics, and trade and industrial education. The more recent shifts reflect the removal of traditional occupational categories and tend to show directors for the different levels of instruction and for general functions such as research, guidance, and so on.

The Local Level--Organization and Administration

Except for Hawaii and Alaska, which have state systems with no local school boards, local districts across the nation administer schools under the laws of their states. Directors of vocational education for local education agencies (LEAs) usually report to assistant superintendents. In some instances, vocational education directors report to the superintendents directly. A director of vocational education for a postsecondary district may be called the Dean of Occupational Education or the president of a technical institute.

The responsibilities of local directors for vocational education, whatever the title, are to administer and supervise. Duties include:

- recruiting and providing in-service training for teachers;
- evaluating programs and supervising instruction;
- managing facilities and equipment;
- maintaining liaison with the community--advisory groups, business, labor, and industry;
- planning vocational programs and submitting plans to the state for review and VEA funding;
- preparing and maintaining data and reports;
- providing for vocational counseling, placement, and follow-up services;
- coordinating with other local training programs such as YEDPA;

- ensuring that vocational education needs of special students are met; and

- cooperating with regional and area vocational schools and centers.

Allocating Federal Funds for Vocational Education

The Education Amendments of 1976 clearly specify the criteria used to determine the disbursement of funds to the states. Designated categories are set aside for national priorities (see Section 103, Allotments Among States). Appropriations are authorized to assist the states in:

- preparing the required five-year plans;

- preparing the annual program plans and accountability reports, including the collection of necessary data;

- conducting the required evaluations of state and local programs funded under VEA monies; and

- administering vocational education programs at the state level.

Table 1 shows the Office of Education Expenditures for vocational education for Fiscal Years 1960 to 1979.

TABLE 1

Office of Education Expenditures for Vocational Education:
Fiscal Years 1960 to 1979
(In Thousands of Dollars)

	FY1960	FY1964	FY1968	FY1970	FY1972	FY1974	FY1976	FY1978	FY1979
Vocational education	45,179	54,503	255,224	283,975	416,945	462,236	590,856	588,531	666,890
Basic vocational education programs	45,179	54,503	250,197	271,282	370,619	399,209	514,057	519,043	613,268
Consumer and homemaking education	--	--	--	5,059	19,091	30,318	42,541	47,000	43,000
Work-study and cooperative education	--	--	5,027	5,322	24,256	28,716	29,964	17,343	5,556
State and national advisory councils	--	--	--	2,312	2,979	3,993	4,294	5,145	5,066

Source: National Center for Education Statistics, Digest of Education Statistics, 1979

To receive federal funds, state boards must submit a five-year state plan, an annual program plan, and an annual accountability report. The boards must agree to distribute funds to

LEAs on the basis of their annual applications developed with input from local advisory councils and community training resources.

Each state board distributes available federal funds to eligible LEAs on the basis of relative financial ability to provide resources to meet the needs of vocational education programs and the needs and relative concentration of special students, such as the handicapped, low-income, and limited-English-speaking.

Allocating State Resources

States disburse federal funds as described briefly above. But the largest proportion of funds for vocational education originates at the state and local levels. Methods for allocating state money for vocational education are usually the same as those for general education; for example, average daily attendance is typically used as the basis for apportioning funds among local districts. Problems arise, however, because vocational education programs are more expensive than regular classroom courses. State allocations of federal and state money should take into consideration the needs and resources of local communities and develop funding formulas that will encourage the provision of comprehensive vocational programs.

Revisions in Funding: PL 94-482, Title II

In the Vocational Educational Section of the 1976 Education Amendments, categorical programs, except for consumer and homemaking and programs for persons with special needs, are consolidated into two blocks, one for basic grants and one for program improvement. This was done to allow and encourage planners to design programs to meet each state's particular needs.

In addition, the minimum set-asides for the disadvantaged (increased from 15 to 20 percent), the handicapped (10 percent), and postsecondary and adult programs (15 percent) must be specifically matched with an equal amount of state funds. Federal money for state administration must also be matched by state money. A new set-aside for guidance and counseling was established, as a minimum of 20 percent of the program improvement block grant.

Individual Study Activities

1. Read in Lamar, C. (Ed.), the 1978 AVA Yearbook, Comprehensive planning for vocational education, pp. 67-95.

2. For your own state, draw organizational charts for vocational education. Show the lines of authority within the state board and department of education and illustrate the relationship between the state director and the board for vocational education.

3. Diagram the organizational structure for your local district, including the division of responsibilities and funding for secondary/postsecondary programs. Include an illustration of the way area or regional vocational centers are administered if they are locally supported.

4. In order to complete this activity you will need to obtain the most recent budget for vocational education for your school district. Examine the budget to determine answers to the following questions.

   - Where are the greatest expenses--faculty salaries, administration, facilities and equipment?
   - What are the ratios of expenditures for vocational students versus those for general or academic students?
   - Which of the special student populations in your district receive the most dollars per pupil? the least?
   - How do you feel the budget should be changed?
   - For what purposes would you spend more? less?
   - Is there money allotted for curriculum development?

5. List the basic requirements a state must meet to obtain federal funds according to the first federal legislation for vocational education.

Discussion Questions

1. Discuss the various patterns for organizing vocational education boards at the state level. What are the disadvantages and advantages of each structure?

2. Discuss the various positions within the state vocational education hierarchy in which state directors are found.

Which positions and relationships for state directors are most effective in promoting vocational education statewide? For example, do you feel that a state director reporting directly to the state board for vocational education would be in a potentially favorable position to encourage innovations in vocational programs statewide? Why or why not?

3. Describe several general organizational patterns for administering vocational education at the local district level. Which pattern(s) do you feel is (are) most effective? Which allow(s) for input from instructors, counselors, students, the community?

Group Activity

1. Use the following situation and questions to discuss the subject or to roleplay the situation. Group members may act as state agency vocational education supervisors and as local vocational education directors and school board members. Following the roleplaying situation, the group should critique the discussion.

   Situation: A school district is interested in developing a vocational program as part of a new comprehensive high school or community college in the district. Before committing the district to a vocational program, the school board and local director of vocational education have planned a meeting with the staff of the state director of vocational education. The Board is interested in answers to the following questions.

   a. Where are vocational programs being offered in the area?

   b. How will this new program fit with training provided by CETA, private schools, etc. in this community?

   c. Will the vocational program under consideration be more costly than regular academic programs? Why?

   d. By meeting all the requirements of the state plan, can we receive federal/state financial assistance?

   e. What funding sources are available, and what costs will they cover?

GOAL 2: Explain the purposes and relationships of the various institutions and organizations that offer vocational education programs and the types of programs offered.

Vocational Education--Where to Find It

The primary institutional program for preparing individuals to participate in the labor market is vocational education. The overall and major goal of the 1963 Vocational Education Act (VEA) was to achieve a vocational education system to "...assure that all persons of all ages in all communities of the state have ready access to vocational training...." With the passage of this act, the system began to show more concern for individual student needs.

More than 15 million vocational students are enrolled in secondary or postsecondary (noncollegiate) schools or in community colleges. The training they receive varies according to the type of institution they attend.

Secondary Schools

Comprehensive high schools usually offer a curriculum that attempts to provide a diversified program for students with varying interests and abilities. The three main program offerings are a college preparatory curriculum, general education, and vocational education. Vocational programs, especially in smaller school districts, are often limited to office occupations, homemaking, and auto repair, regardless of student interests and abilities or of the labor needs of the local community.

Vocational-technical high schools are secondary-level institutions established solely to offer education and training in occupational areas. Some of the schools, particularly those in large city systems, tend to specialize; other schools provide vocational training to students from comprehensive high schools on a shared-time basis. The student population from which they select may be city-wide. Often the students have decided to complete their formal education with graduation from the vocational high school. Students from vocational high

schools usually exhibit more clearcut career goals than vocational students from comprehensive high schools.

One method that allows secondary schools to offer a wide range of vocational programs to a larger number of students is a cooperative arrangement (usually between contiguous districts) called regional occupational programs. A variation on the interdistrict arrangement can be found in single large school districts where comprehensive high schools specialize in a few vocational programs (this is similar to the shared-time arrangements between vocational and comprehensive high schools discussed above). Students from other comprehensive high schools attend part-time at the high school offering the vocational program of their choice and take academic or general courses at their home school.

Area Vocational Schools or Centers

Some states provide vocational programs for both secondary and postsecondary students through regional or areawide vocational-technical schools. In some cases, the states operate their own facilities, and the instructors and administrators for the schools are state, not local district, employees. Other states (e.g., New York) have separate boards and superintendents for cooperative vocational centers, supported and administered by several local districts. State and federal funds are applied for by the cooperative boards.

The variations in use, in governance, and in student populations are many. Students, for example, may attend an area vocational school every morning only or every afternoon only, while attending classes at their home schools. They can also attend their area center for two weeks full-time and return to their high schools for the next two-week period. Some centers serve one high school student population in the morning, another from noon to midafternoon, a postsecondary group during the "extended day" (midafternoon to early evening), and then open their doors to adult vocational students.

An area vocational school, as defined and established under the 1963, 1968, and 1976 vocational legislation, must be designated and approved by the state board for vocational education. Whether it is at the secondary and/or postsecondary level, it must be available to all residents of the state and must admit as regular students those persons attending high school as well as those who have left or completed high school.

Postsecondary Schools

The most common public postsecondary institutions offering vocational programs are technical institutes and community colleges. The latter differ from technical schools by offering comprehensive programs that include general education (terminal programs resulting in associate degrees); academic transfer programs; and vocational/occupational programs that can result in a certificate of competency (usually a one-year program) or an Associate of Arts or of Science two-year degree program.

Although technical institutes can also offer associate degree programs, they specialize in preparing students for employment in positions that lie between the skilled worker and the professional scientist or engineer.

Both types of postsecondary institutions may have local boards as the administrative unit; in some states the control is more centralized than in others. Again, the patterns of supervision at the state and local levels and the patterns of funding and financial control seem to vary as much as all the other organizational features of vocational education.

Brief mention should be made of postsecondary vocational education programs offered by four-year institutions and by private, proprietary schools. Technical education programs are increasing at institutions granting baccalaureate degrees. Sub-baccalaureate programs, however, are the only ones that may be eligible to receive federal funds for vocational education.

The number of private proprietary schools has also continued to increase. Their programs are usually shorter than those in community colleges, and students are able to enter or exit at almost any point in the curriculum. In some instances, particularly in communities that cannot provide public vocational programs in specific occupations, local boards of vocational education may contract with proprietary schools.

The growth of postsecondary vocational education. Before World War II most postsecondary occupational training was provided by private trade and technical schools, hospitals, and technical institutes. For the most part, the rapid expansion of public institutions offering vocational education and the tremendous growth in enrollment have been caused by increased federal and state financial support and the public demand for equal and easy access to vocational training and retraining opportunities.

During the last part of the 1970s, the picture shifted; the demand grew for accountability and a closer look at how taxpayers' money was being spent. A major problem during this growth period was the lack of coordination and articulation among programs within areas or regions of a state. Coordination of postsecondary education systems was called for under the Education Amendments of 1972; CETA required that states use available resources for vocational education, and the 1976 amendments mandated coordination between vocational education and other federal training programs. In particular, planning, evaluating, and reporting procedures were emphasized as critical factors in improving coordination efforts.

For curriculum specialists, therefore, the task of planning a new curriculum involves far more than content and instructional methodologies. The questions to be resolved center on designing standards for vocational students at all levels and then sequencing skill training activities systematically.

Organizations and Agencies That Provide Vocational Education

Although most vocational education is provided by secondary and postsecondary schools, other agencies and organizations also offer a broad range of programs.

Employers offer vocational training at job sites, either as individual companies or as trade associations. Apprenticeship programs, for example, are often sponsored by labor and management groups such as joint apprenticeship councils. As workers learn on the job, they usually attend evening classes through adult education programs at high schools or at technical institutes and community colleges. Organized labor is closely involved with apprenticeship programs and may contract with educational agencies to provide training programs.

The military has a large, well-organized system of formalized and on-the-job training programs. Competencies are often identified not simply for military-related skills but also to allow transfer to civilian occupations. Some schools at military bases are sponsored for civilians by the Department of Defense.

The federal government provides many job training programs, especially through the Departments of Education, Health and Human Services, Labor, and Defense. In addition, the Department of Agriculture offers extension services for adults and youth; the Department of Justice offers programs in law enforcement and criminal technology; and the Department of the Interior has

programs related to the nation's natural resources. This list barely touches on the extent of job training programs conducted by a range of federal agencies.

Private organizations such as Opportunities Industrialization Centers (OICs) and community agencies also provide job training. In addition, vocational education programs are conducted at residential schools, Indian reservations, and correctional institutions.

Individual Study Activity

1. If you were a state director of vocational education, how would you respond to each of the following questions? Support your decision with a specific written argument. You may want to share your decisions and rationale with several members of the class.

   - Would you recommend the elimination or the maintenance of separate vocational high schools? Why?

   - Would you recommend that all public vocational education programs be offered only in area vocational schools for noncollege bound students and in technical institutes for postsecondary students? Why?

   - Some educators feel that vocational education should be postponed until after high school and be provided only by postsecondary institutions. Do you agree or disagree? Support your response with specific written arguments.

Discussion Questions

1. Prior to enrolling in postsecondary vocational programs, should high school students and adults with work experience be awarded credit for knowledge and skills already acquired?

2. Why do you feel so many students enroll in and pay tuition at private, proprietary vocational schools? Discuss some ways public vocational education could provide the same types of training at a lower cost. Describe the basic differences in training programs offered by private vocational schools in comparison to those offered by the public schools.

3. Consider ways and areas in which secondary and postsecondary institutions located in the same communities could cooperate and coordinate programs and planning efforts.

Group Activity

1. The purpose of this activity is to learn more about private vocational schools. In small groups, select local private schools offering training in occupational areas represented by your group members. Visit the schools and obtain information about the training offered, the length

of time required to complete a program, the entrance and graduation requirements, the cost, and the qualifications of the faculty. You may want to use this information to compile an annotated directory of private vocational schools.

NOTE: Prior to selecting and visiting the schools, the small groups need to develop a school description outline. This will enable the resulting directory to be consistent in format.

GOAL 3: Summarize the representation, relationships, and responsibilities of national, state and local advisory councils within the organizational structure of vocational education.

Advisory Groups and Vocational Education

The use of advisory councils or committees at the national, state, and local levels has been an important part of the organization of vocational education. The National Advisory Council on Vocational Education was established under the 1968 Amendments to the Vocational Education Act of 1963 and provisions for its functions have been included in subsequent legislation. At all levels of government, advisory groups have been instrumental in establishing and maintaining the links between the community and its employers, and the realm of education and training in occupational skills.

The National Advisory Council on Vocational Education (NACVE)

For more than 60 years the major functions of various national committees on vocational education have been to advise policy-making and planning bodies, particularly as they affect federal legislation. The National Advisory Council on Vocational Education (NACVE) is a 21-member national group that brings the perspectives of business, labor, and the general public into the educational process. By law the NACVE is required to meet at least four times a year and to report to the Department of Education and Congress concerning the effectiveness of vocational education programs that are mandated by Congress. A most vital function of the Council has been its independent evaluations of vocational programs; the results of the evaluations are clearly reflected in Congressional regulations and budget requests.

Representation on the NACVE must be balanced appropriately among both sexes, racial and ethnic minorities, and geographic regions. The Council must represent a broad public: labor and management, new and emerging occupations, vocational guidance and counseling, labor boards, private schools, women, minorities, handicapped and disadvantaged persons, postsecondary and

adult vocational programs, and correctional institutions. A majority of the membership must be from the general public; that is, less than half may be selected from the world of education.

Over the last decade the NACVE has strengthened both its advocacy position on vocational education and its critical evaluations of vocational planning and programs. In part, this increased involvement has been a result of the added emphasis and responsibility given to the state advisory councils and to their relationship with the National Advisory Council. A primary function of the NACVE, in fact, is to provide technical assistance and leadership to state advisory councils.

State Advisory Councils (SACVEs)

To increase citizen participation in the vocational decision-making process, and to ensure that states will receive federal funds, each state is required to establish a State Advisory Council on Vocational Education (SACVE). Under the 1963 VEA (as amended), the responsibilities of the State Councils are to:

- advise the state boards on policy, administration, and preparing annual and five-year plans;
- evaluate vocational education programs, and publish and distribute the results;
- prepare and submit to the state board and to the NACVE an annual evaluation report, including recommendations for changes in programs as warranted by the evaluations; and
- consult with state boards and departments for vocational education on the preparation of state plans.

In order to be financially independent of the state departments of education, state councils are provided with federal funds. By law, council membership includes:

- persons familiar with the vocational needs and problems of management, labor, agriculture, and industry and economic development agencies;
- persons representing comprehensive secondary schools, nonprofit private schools, correctional institutions, community and junior colleges, area vocational schools, technical institutes, postsecondary agencies providing

vocational or technical education and training, and other institutions of higher education;

- vocational guidance and counseling service personnel, local school board members, superintendents, and other administrators of local educational agencies;
- a representative of the State Manpower Services Council;
- a representative of school systems with large concentrations of persons who have special academic, social, economic, and cultural needs;
- women with backgrounds and experiences in employment and training programs;
- persons with knowledge, experience, or qualifications with respect to the educational needs of physically or mentally handicapped persons, the poor, and the disadvantaged; and
- vocational education teachers and students not qualified for membership under any of the above clauses.

All SACVEs are to extend the same kinds of technical assistance to local groups in their states, expanding the national council's network of aid. An especially important role of each state council is to evaluate annually the effectiveness of vocational programs carried out to meet the goals of the annual and five-year state plans. Based on the evaluations, the SACVEs also recommend changes. With the increased emphasis on coordination between vocational education and other labor services and training acts, the state councils are also responsible for assessing the need for and the extent of integration and coordination in training and education efforts. In addition, a representative of the State Advisory Council must be included in formulating the five-year and annual state plans and accountability reports.

Leadership should be provided by the SACVE to local advisory groups. The state council functions as far more than a monitor of state plans or a "panel on paper" only; in many states it is becoming a key link between the legislature, national advocacy groups, local school systems, and the general public.

Local Advisory Councils on Vocational Education

Every secondary or postsecondary local education agency or institution that receives federal funds under the Education Amendments of 1976 must establish local advisory councils on vocational education. These councils, as do the national and state groups, must represent business, labor, industry, and the general public, and must include an appropriate balance of both sexes and the racial and ethnic minorities of the area.

The specific functions of the local groups are to advise LEAs on current and projected employer needs, to review facilities and curricula for obsolescence, and to help prepare local vocational education plans for approval and funding by the state agency.

Most school systems work with two types of advisory committees. The general advisory council for vocational education is concerned with the overall program and with the particular labor needs and long-range goals of the community. Usually the general advisory group works directly with the local director of vocational education.

Occupational or craft committees include owners, supervisors, workers, and often, students or graduates from a specific occupational area. Such advisory councils focus on current occupational practices and trends and can be instrumental in providing work study and cooperative education opportunities and in placing graduates.

Vocational education curriculum specialists should find the various advisory councils to be especially valuable resources. Council members' knowledge of occupational fields is practical, and their abilities in sorting out necessary student competencies can help build the framework for an effective curriculum. Craft advisory committees have extended themselves to the point of providing materials for classes and donating used equipment. For the most part, however, they remain advisory. But their recommendations for planning courses, determining need for programs, and acting as resource persons are extremely useful to vocational education.

Table 2 describes briefly the various types of councils that exist and the purpose and membership of each type.

TABLE 2

Local and Regional Vocational Advisory Councils

Type of Council	Purpose	Membership Categories	Legislative Source
Local advisory council on vocational education	Advise local education agency or postsecondary institution on current job needs and relevance of programs offered	Leaders of industry, business, professions, labor, and the general public	PL 94-482, the Education Amendments of 1976
Occupational, program, or craft committee or curriculum council	Advise local education agency, school, etc. on one specific occupational area	Employers and employees of the occupational area for which established; possibly recent graduates of vocational programs in that area	PL 94-482, the Education Amendments of 1976
Regional advisory council on vocational education	Provide linkage between local councils or craft committees and State Advisory Councils	Members of craft committees and/or school committees within a local education agency	Regulations accompanying PL 94-482
CETA Prime Sponsor Planning Council	Advise elected official (e.g., mayor, governor) on planning and operation of program to be implemented in prime sponsor jurisdiction	Appointees by local official--typically includes representatives of organizations such as Urban League, Opportunities Industrialization Centers, employment agencies, business community, vocational education agencies, community residents (including former participants in training programs)	Comprehensive Employment and Training Act of 1973
Joint Apprenticeship Committee	Establish apprenticeship standards. Advise the schools on structure of apprenticeship agreements, supervise on-the-job training programs	Union and employer representatives of specific occupations with utilization of consultants	None; optional but encouraged segment of Department of Labor's Bureau of Apprenticeship and Training Program

Individual Study Activities

1. Read in Lamar, C. F. (Ed.), Comprehensive planning for vocational education, AVA, 1978, pp. 168-183.

   While reading these sections, think about the advisory groups in your own schools.

2. For your own occupational area committee or your district advisory council, consider the following problem topics and write solutions.

   a. Broad representation on advisory council

      - Inclusion of nontraditional members (e.g., a female owner/supervisor of a machine shop)
      - Inclusion of the handicapped, disadvantaged persons, bilingual/limited-English-speaking
      - Racial and ethnic mix
      - Mix of management, owners, crafts workers, labor, etc.

   b. Planning functions of advisory group

      - Involvement in annual and five-year planning
      - Planning for evaluation and data collection
      - Needs assessment of predicted labor demands within a particular occupational area
      - Involvement in recruiting students, career fairs, etc.

   c. Placement services from advisory group

      - Involvement in work experience, work study, cooperative education, on-the-job training
      - Involvement in job placement for program graduates, follow up activities with school and its graduates

   d. Program/curriculum review

      - Review of instructional content for relevance/obsolescence

- Review of facilities, equipment, materials to update and upgrade

Discussion Questions

1. As a vocational educator, discuss how advisory committees in your locale and your state advisory council have helped to improve your school's/district's vocational programs. Have they been used to their best advantage? How can you and your colleagues make better use of the various advisory groups?

2. Describe the different kinds of postsecondary vocational education programs and select the ones that will most likely grow in the future. How can you use advisory group members to help make the selected "successful programs of the future" a reality?

3. To determine vocational needs for a region and to coordinate all the varied agencies and institutions offering training services, a regional coordinating body might be set up. Discuss how a voluntary, lay coordinating body of advisors could function to articulate and coordinate regionwide resources. Consider the advantages and disadvantages of such an advisory group. For example, do you feel it could avoid the problem of "protecting their own turf" that often thwarts interinstitutional cooperation?

Group Activity

1. A number of vocational education programs or situations are described below. Each program is considering the use of an advisory committee. For each program or situation, identify the following:

   Several of the functions an advisory committee might serve. For example, the committee might assist in interpreting developments in the economy and therefore the educational needs of the community to be served; assist in identifying employment patterns; play an important public relations role by representing and informing the business community.

   The people who should be appointed to the committee. Consider the kind of advisory committee needed--general advisory committee, occupational or craft advisory committee, joint apprenticeship committee; consider membership of the

committee in terms of representation from business and industry, management, and labor.

- Program. Last week a school district's Board of Education authorized the addition of an automotive program to its high school offerings of vocational education. The program will involve constructing a special automotive facility on one of the four high school campuses. Interested students from any of the four high schools will be able to attend on a half-day basis as soon as facilities are completed and a staff hired.

  At present, the vocational director has not hired an automotive teacher or made any plans for the new program. The first step is to appoint an advisory committee.

- Program. A high school office practices program has noted a gradual increase in the number of students taking an introductory course in typing, shorthand, and office machine operation. However, the number of students taking additional vocational courses or entering the office practices program as vocational majors has decreased steadily. This decrease exists despite a growing local need for trained office personnel.

  The vocational director notices that the program has no type of cooperative program or other contact with business or industry and no placement program; the faculty shows little interest in curriculum changes. He plans to consult the advisory committee in regard to these problems.

- Situation. A school district situated in a wealthy community has never had a vocational education program. Lately, a group of citizens has been critical about this fact and has urged the district to consider establishing a vocational education program.

  A number of major industries exist in the district, including a major computer corporation, a space research agency, and an electronics firm specializing in solid state electronics. In addition, there are two hospitals, numerous offices, stores, banks, etc.

  The board decides to appoint an advisory committee to provide recommendations for the district.

GOAL 4: Describe the basic purposes and characteristics of state and local annual and five-year plans for vocational education.

Planning for Vocational Education

Planning is a major task for vocational educators at all levels and has become more important over the years. State plans for vocational education, state boards, and state directors have been in the picture since Smith-Hughes. But just as the responsibilities of the boards and directors have multiplied over the last 60 years, so, too, have the requirements for planning expanded.

Since the enactment of the 1976 amendments, five-year state plans have been required to:

- consider current and future needs for specific occupational skills;
- include all existing and projected training opportunities necessary to achieve job skills;
- consider projected enrollments in vocational education and training resources; and
- provide equal access to training opportunities for persons of all ages and special characteristics to prepare them for occupations suited to their interests.

From this description it is clear that planning, whether for annual or five-year state plans, accountability reports, or local plans, is a critical job. Because the job is so enormous, it cannot be a one-person responsibility. As curriculum specialists, you will no doubt have much to add to the planning unit responsible for the overall task. A thorough and useful plan will include information from many sources--advisory groups, employers, professional organizations, instructors, community-based training agencies, public employment and labor agencies, vocational rehabilitation agencies, and boards of education.

Plans and Reports

The provisions for the five-year plan are set forth in Section 107 of PL 94-482, Title II, while those for the annual plan and accountability report are in Section 108. Goals of these plans and reports are briefly summarized below.

- The five-year plan assesses the state's current and future needs for job skills, establishes five-year goals for meeting those needs in terms of courses and other training opportunities, and shows the distribution of funds.

- The annual program plan updates the five-year plan each year, considering new and more accurate data and changed requirements in funding; sets out the year's planned program for meeting the overall goals of the five-year plan; and presents the planned funding pattern for the year.

- The accountability report shows the extent to which the state has achieved the goals of the five-year plan for the preceding year and how funds were used for that year.

State planning involves the same activities required of any effective planning and management model. The business and industrial world has developed planning and management techniques almost to a science. Several of these techniques are discussed in the module in this series that deals with managing vocational education programs. Preparing state plans for vocational education may not be a task that is dealt with directly by local curriculum specialists. However, local vocational educators and administrators usually have a voice in developing their own district's plan, which, along with all the other local agency plans, can influence the development of the state plan. At the least, local vocational educators should be familiar with what is proposed in both the state and their own local plans, because they will be operating under those guidelines and working toward those goals.

Individual Study Activities

1. Read in Lamar, C. F. (Ed.), Comprehensive planning for vocational education, AVA: 1978, pp. 19-36; 77-94; 159-168; 181-201; 259-269.

2. To complete this activity, you will need to obtain and read the State Plan for Vocational Education for your state, and your local district's annual and five-year plans and accountability reports. As you read, consider how and where your input as a curriculum specialist might be valuable to the planning units.

   The following questions relate to the State Plan for Vocational Education and may be helpful to your understanding of the plan.

   a. Who has custody of federal funds provided for vocational education programs?

   b. How frequently are the accounts of the state board audited? (Check more than one if appropriate.)

      _____ (1) annually

      _____ (2) semi-annually

      _____ (3) every two years

      _____ (4) as often as deemed necessary by the Director of Finance

   c. How frequently are the fiscal records of local agencies audited?

      _____ (1) annually

      _____ (2) semi-annually

      _____ (3) every two years

   d. Describe the percentage requirements for federal funds made available to your state for the following groups.

      (1) disadvantaged persons

      (2) handicapped persons

      (3) postsecondary persons

e. List the characteristics used to identify "disadvantaged" persons.

f. List the characteristics used to identify "handicapped" persons.

g. List the two main priorities your state uses to allocate funds to local agencies.

h. List the instructional areas of vocational education recognized by your state.

Discussion Questions

1. Consider the persons and organizations whose help you would want if you were responsible for a major section of your local district's annual or five-year plan for vocational education.

2. Discuss how you might organize and coordinate the plan-writing effort of your district or the occupational area for which you are responsible.

3. How can both duplicated and neglected vocational programs in your geographic region be discovered? What techniques can be used to prevent similar problems from recurring?

4. "Because local secondary and postsecondary educational boards, county and city CETA prime sponsors, and area or regional occupational institutions may be competing for financing, facilities, instructors, and students, the state board or regional coordinating boards may be the most efficient method for obtaining inter-institutional cooperation." Discuss the advantages and disadvantages of this recommendation.

5. Discuss how you as curriculum specialists would write and review local plans to ensure that the plans address the issues of sex equity, equal access to vocational education for handicapped and disadvantaged students, and modifying curricula to promote vocational education for limited-English-speaking students.

Group Activity

1. Problems facing vocational educators in planning for the next five years include the following:

- Changes in the student population. For example, older students are returning for retraining and handicapped persons are seeking vocational training and job placement.

- Changes in the economy. For example, inflation is increasing and budgets for vocational education are shrinking.

- Demands from taxpayers for decreased state and local taxes.

- Demands by students for nontraditional programs. These include off-campus training, flexible scheduling, open entry-open exit courses, and credit for prior experience.

- Mandates for coordinating vocational education with other regional training programs.

As a small group, select one of the problem areas listed above, or one problem area that is especially crucial in your region or district. Develop a section of an annual or five-year local plan that will show how your group might cope with the problem. Include at least the following topics in your plan.

a. Goal(s)

b. Objectives

c. Methods to be Used to Achieve Each Goal/Objective

   (1) Curriculum

   (2) Instructional Methodology

   (3) Materials, Facilities, and Equipment

d. Evaluation

e. Person or Group Responsible

f. Date(s) for Achieving Each Goal/Objective

Summary

The organization of vocational education varies from state to state. To receive federal assistance, however, states must designate a state board and a state director for vocational education and submit a state plan to the Department of Education.

An awareness of the structure of their state education agency can help local vocational educators obtain assistance in program planning. Help in planning and evaluating local programs is also available from advisory groups at the state and local levels. The use of advisory committees, both general and specific to occupational areas, can also facilitate coordination between local school districts and other institutions and organizations that offer occupational training.

Increased cooperation among private schools, business and industry, employment and training agencies such as CETA, and the various secondary and postsecondary institutions is especially necessary at this time. Increased competition among institutions for students and threatened decreases in funding for vocational education dictate that local and state plans reflect the most astute use of federal, state, and local monies and resources for vocational programs.

APPENDICES

Self-Check

GOAL 1

1. Which of the following statements best describes the organization of your state's board for vocational education? If none of these statements is appropriate, develop one that is.

   _____ a. The state designates the Board of Regents of its state university as its state board for vocational education.

   _____ b. The state has two independent state boards: a state board of education and a state board for vocational education.

   _____ c. The state designates its state board of education to act also as its state board for vocational education.

   _____ d. The state does not have a state board for vocational education.

2. Which of the following statements best describes the hierarchical status of your state's director of vocational education? If none of these statements is appropriate, develop one that is.

   _____ a. The state director has a relatively low hierarchical position, reporting to the state board for vocational education through two staff members with superior hierarchical positions.

   _____ b. The state director has a mid-level hierarchical position, reporting to the state board for vocational education through the chief state school officer.

   _____ c. The state director has a high hierarchical position, reporting directly to the state board for vocational education.

   _____ d. The state does not have a state director of vocational education.

3. How have state divisions of vocational education traditionally been organized?

_____ a. according to occupational categories

_____ b. according to levels of instruction

_____ c. according to general function

_____ d. according to specific federal guidelines

4. Do any of the following statements describe the organization for the administration of vocational education at the local level in your community or school district? If not, develop a statement that does.

_____ a. The local vocational director reports directly to the superintendent of schools.

_____ b. The local vocational director reports to the assistant superintendent for instruction.

_____ c. The local vocational director reports to the director of secondary education.

_____ d. The local vocational director reports to the assistant superintendent for secondary education.

5. Which of the following functions is <u>not</u> a major responsibility of a local director of vocational education?

_____ a. recruitment and selection of teachers

_____ b. management of supplies, equipment, and facilities

_____ c. liaison with federal vocational education agencies

_____ d. evaluation and supervision of instruction

GOAL 2

1. Which type of secondary institution is most likely to offer the greatest variety of vocational education programs?

   _____ a. comprehensive high school

   _____ b. separate vocational school

   _____ c. parochial school

   _____ d. junior high school

2. Which type of postsecondary institution is most likely to offer the greatest variety of vocational education programs?

   _____ a. community college

   _____ b. proprietary school

   _____ c. technical institute

   _____ d. university

GOAL 3

1. List two specific responsibilities of State Advisory Councils for Vocational Education.

2. Name at least five categories of people to be represented by State Advisory Council memhers.

GOAL 4

1. What is a major purpose of a state plan for vocational education?

2. According to the first federal legislation for vocational education, what three basic requirements must a state meet to obtain federal funds?

Self-Check Responses

GOAL 1

Answers to 1 and 2 vary according to your state's organization.

3. a

4. The answer depends on your local district's organization.

5. c

GOAL 2

1. b

2. c

GOAL 3

1. Advise state board on policy matters;

   Evaluate programs, services, activities;

   Submit to the Commissioner of Education and the NACVE an annual report on the effectiveness of vocational education.

2. Representation from management, labor, employment and training councils, the disadvantaged, the handicapped, females, the general public, postsecondary and adult education

GOAL 4

1. Provides an agreement of cooperation between federal and state administration, is the contract under which the state director must administer the program; provides a planning document for long-range and annual programs as well as administrative provisions.

2. Requirements include the designation of a state board for vocational education; the appointment of a state director of vocational education; and annual submission of a state plan for vocational education.

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VECS Module Titles

Module 1: Vocational Educators and Curriculum Management

Module 2: The Scope of Vocational Education

Module 3: Organization of Vocational Education

Module 4: Legislative Mandates for Vocational Education

Module 5: Priorities in Vocational Education

Module 6: Vocational Education for Students with Special Needs

Module 7: Vocational Needs Assessment and Curriculum Development

Module 8: Conducting Task Analyses and Developing Instructional Objectives

Module 9: Selecting Instructional Strategies and Assessing Student Achievement

Module 10: Relating Learning Differences and Instructional Methods

Module 11: Selecting and Preparing Instructional Materials

Module 12: Evaluating Vocational Education Curricula

Module 13: Conducting Follow-Up Studies and Communicating Evaluation Results

Module 14: Managing Vocational Education Programs

Module 15: Preparing for Curriculum Change

Module 16: Staff Development